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LAND DEVELOPMENT PLAN UPDATE

LOCUST, NC
1978

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The preparation of this report was financed in part through a comprehensive planning grant from the Department of Natural Resources and Community Development of the State of North Carolina.

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INTRODUCTION

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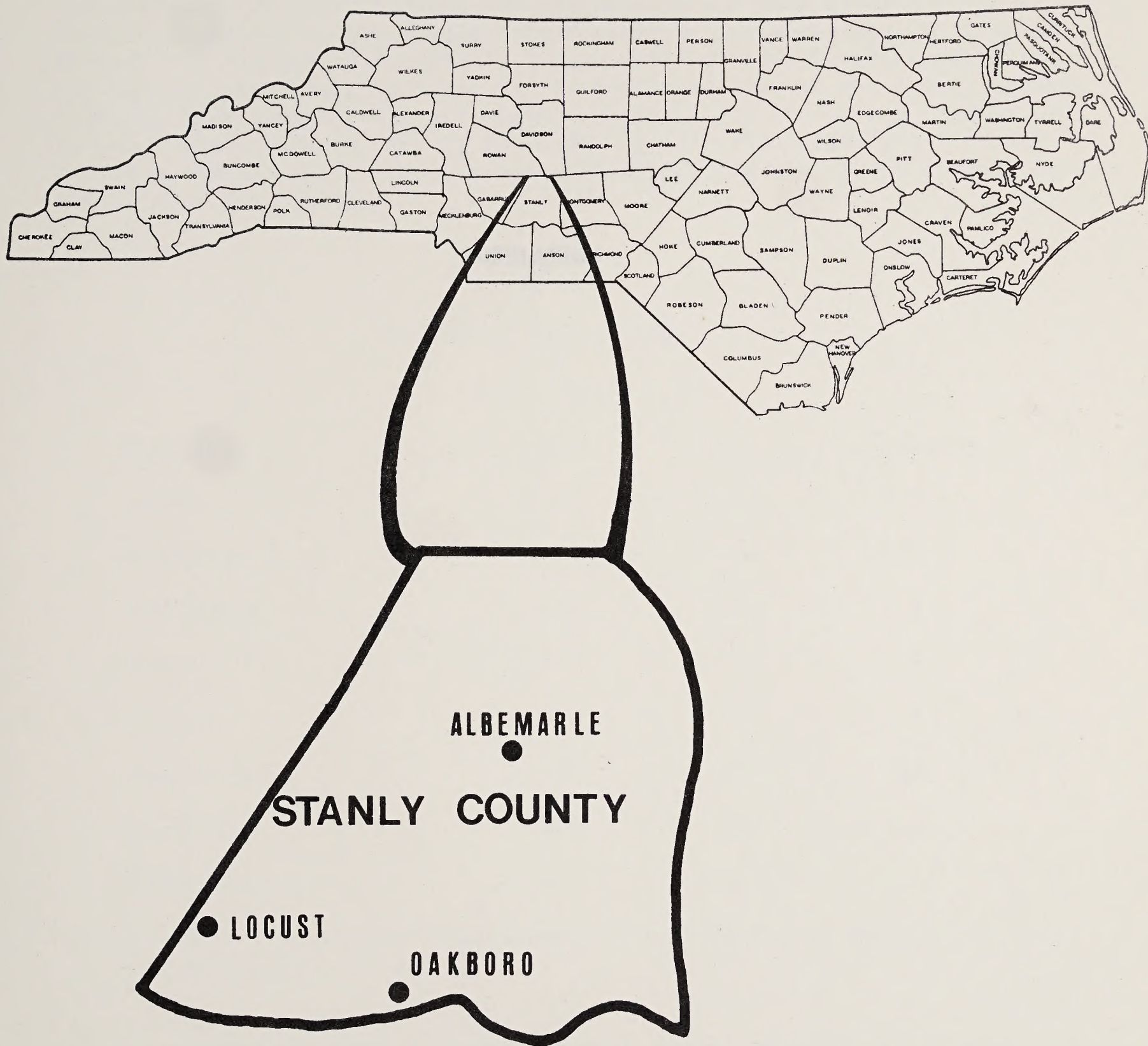
The primary purpose of this document is to respond to federal requirements for land use and housing elements as required of participants in the U. S. Department of Housing and Urban Development's Comprehensive Planning Assistance "701" Program. This document, Land Development Plan Update, will address only the "land use element" requirements.

Under the provisions of Section "701" of the Housing Act of 1954, as amended, U. S. Department of Housing and Urban Development (HUD), the 1975 Land Development Plan was prepared for the Town of Locust and adopted by the Locust Planning Board.

Future development policy should be consistent with the standards, guidelines, objectives and development policies as formulated by local officials and citizens in the 1975 plan. Therefore, the 1975 plan, which is presently the official guide for future development of Locust, can also serve as a guide for federal, state and local governmental decision-making on all matters related to the use of land, including, for example, air and water quality concerns, waste disposal, transportation, open space, environmental conservation, development and housing. There are no major federal activities presently underway in the planning area that may be affected. However, it is important to note that a water and wastewater feasibility study was prepared for Stanly County in 1975, and county water lines are presently being extended into the Locust Planning Area. With a few exceptions, the 1975 Land Use Plan addresses all "701" land use element requirements. Nevertheless, those areas not adequately addressed will be covered in this addendum.

The addendum will focus on specific land use policies while more detailed related data, e.g., housing analysis, existing land use analyses, etc., can be found in the 1975 plan. However, this addendum will update related data found in the prior report to accommodate for most recent changes. The primary sources of data to be used are listed in the Bibliography of this document. It should also be stated that the Housing and Land Use Element uses the same base data.

REGIONAL PROFILE
MAP 1



SECTION II

POPULATION

MUNICIPAL POPULATIONS

Staten County

Location	1970	1975	% Change
Locust	1,484	1,370	-7.7
Albany	11,176	10,350	-7.4
New Rochelle	281	300	6.8
Arden	1,070	1,100	2.8
Orangetown	343	370	7.9
Midland	301	320	6.3
Staten Island	438	460	5.0
Staten County	23,013	22,800	-0.9

Source: U. S. Department of Administration, Division of State and Local Government, 1975.

The population of Staten County, as well as the population of the various municipalities, has increased since 1970. The population of Staten County in 1975 was 22,800, an increase of 0.9 percent from 23,013 in 1970. The population of the various municipalities has also increased, with the exception of Locust, which has decreased by 7.7 percent. The population of Albany has decreased by 7.4 percent, while the population of New Rochelle has increased by 6.8 percent. The population of Arden has increased by 2.8 percent, Orangetown by 7.9 percent, Midland by 6.3 percent, and Staten Island by 5.0 percent.

POPULATION

The population of Locust increased from 1484 in 1970 to 1570 in 1976. This was a net increase of 86 persons or 5.8 percent. As the population of the town was increasing by 5.8 percent, the population of the township (Furr Township) was increasing by 7.7 percent. This is an important comparison in that it seems to indicate that the increase in the town population is in direct proportion to the population increase of the township. A further analysis of population for Stanly County revealed that Locust experienced the largest population increase of all municipalities in the county between 1970 and 1976 and that the 5.8 percent increase for Locust was greater than the 4.6 percent overall county increase. Should this rapid growth trend continue through 1980, Locust could possibly become the second largest municipality in the county.

TABLE 1
MUNICIPAL POPULATIONS

Stanly County			
<u>Location</u>	<u>1970</u>	<u>1976</u>	<u>% Change</u>
Locust	1,484	1,570	5.8
Albemarle	11,126	10,950	-1.6
New London	285	300	5.3
Norwood	1,896	1,900	.2
Oakboro	568	570	.4
Richfield	306	320	4.6
Stanfield	458	560	.4
Stanly County	43,822	44,800	4.6

Source: N. C. Department of Administration, Division of State Budget and Management, 1977.

An evaluation of past trends, as well as an evaluation of economic factors and present growth patterns, indicate Locust's population will reach 1,862 by 1980 (Phase I). This figure represents a net increase of 292 persons, or an 18.6 percent compared to a 17.8 percent increase for the township over the same time period.

Locust is expected to experience its greatest population growth between 1980 and 1990 (Phase II), with a net increase of 827 persons. This projection is based on the assumption that the county will begin supplying the Locust Planning Area with water services by 1980 and that efforts will get underway for the development of a 201 Wastewater Study. The rapid increase in population should begin to slow down by 1990 and continue until the year 2000 (Phase III). By the year 2000, the total population of Locust is expected to be 3,146.

TABLE 2
POPULATION PROJECTIONS
Locust, North Carolina

<u>Year</u>	<u>Township</u>	<u>Town</u>
1970	4,411 ¹	1,484
1976	4,749	1,570 ²
1980	5,593	1,862
1990	7,116	2,689
2000	7,397	3,146

Source: Division of Community Assistance, 1978.

1) U. S. Bureau of Census, 1970.

2) N. C. Department of Administration, Division of State Budget and Management, 1977.

LAND DEVELOPMENT PLAN

The Land Development Plan reflects a number of changes in the way that the land is managed. It is a plan for the future, and it is a plan that is based on the best available information. It is a plan that is designed to be flexible, and it is a plan that is designed to be updated as more information becomes available.

SECTION III

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LAND DEVELOPMENT PLAN

The Land Development Plan reflects a carefully studied estimate of future land requirements. It indicates how development should proceed to insure a desirable physical environment. Also incorporated in this proposal is an explanation for the planned growth of the planning area. It adheres to the highest standards of health, safety, convenience and economy in a living environment.

A clarification of terms used is appropriate at the outset. The following definitions are offered as a means of differentiating between "land development plan" and "land use map".

Land Development Plan - A proposal for the future use of land and the structures built upon the land. It embodies an array of principles and the assumptions and reasoning followed in arriving at the proposal. The Land Development Plan is a generalized, but scaled, presentation of a scheme for the future development of the area.

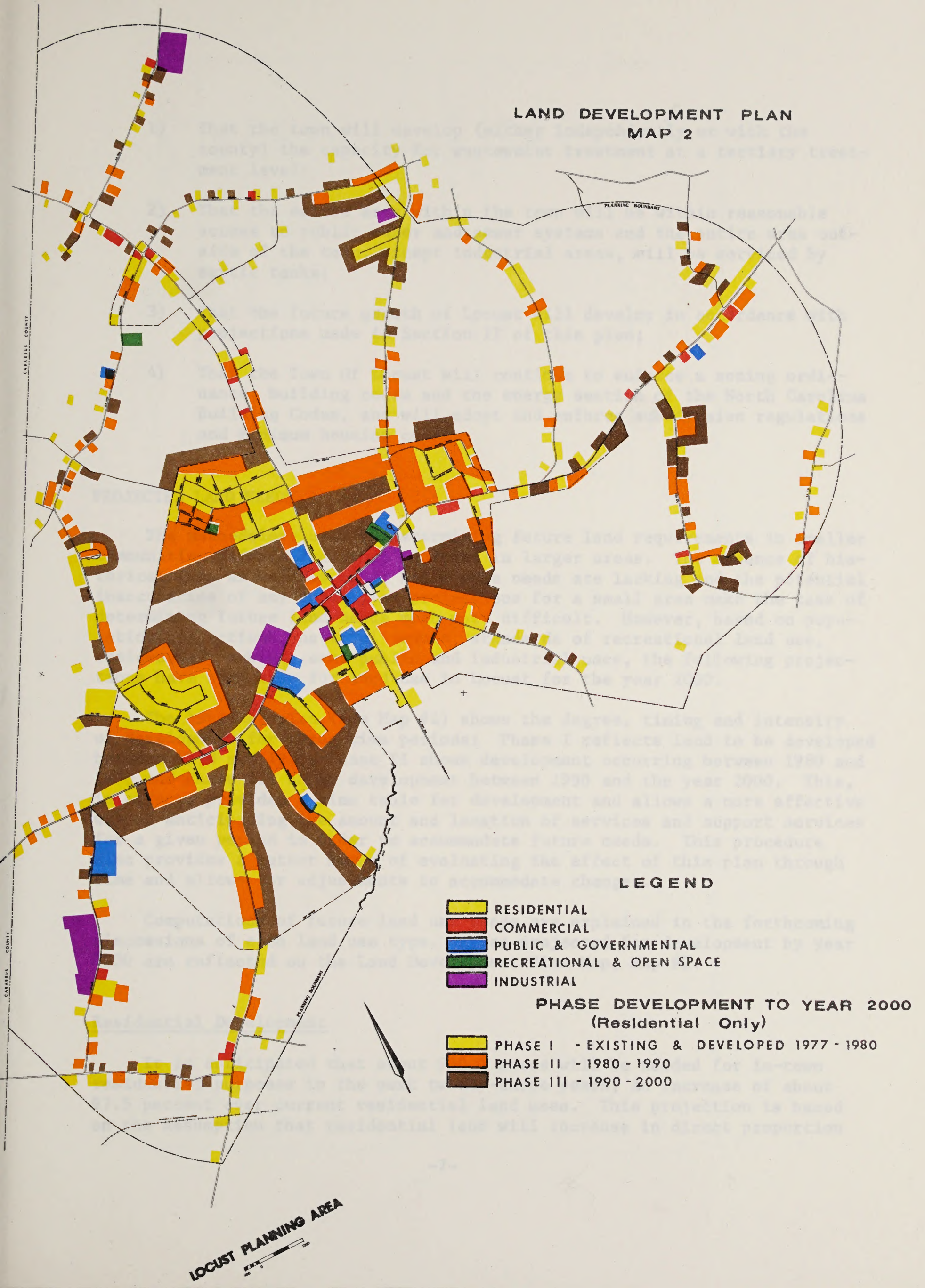
Land Use Map - A map showing how land and structures on the land are used at a given time, past or present. The Land Use Map is a factual description of the area setting, usually as it exists today.

The Land Development Plan presents a general, but comprehensive, estimate of land use requirements relative to the location and amount of land reserved for each public and private use. Basically, the Land Development Plan provides an overall plan to guide operational decisions in planning and acts as a basis for rational decisions relating to zoning and subdivision control problems, redevelopment problems, and other problems, until a comprehensive plan is consummated. This plan could be helpful in such areas as future land acquisition and provide guidance to private developers.

The Locust Land Development Plan is illustrated by Map 2. The general development pattern is one which radiates from the central core of primary trade and service activity. The plan depicts future land needs to be met by the development of presently vacant areas lying close to the center of the planning area before the development of additional outlying areas. The plan also calls for the improvement of certain facilities which could be termed public works activities, especially within the downtown, to improve overall services. This will, in effect, provide for balanced growth in the Planning Area. As a part of this general development plan, the highest densities and most intensive use of land is proposed for the central area, with diminishing graduation of densities as development proceeds outward.

Of the 2,082 total acres in the town, approximately 559.2 acres are proposed for urban type development (exclusive of transportation land use). The remaining acres will be set aside for retention in agricultural or forestry use. For the Locust Land Development Plan to be effective, it must be based on certain logical assumptions as follows:

LAND DEVELOPMENT PLAN
MAP 2



- 1) That the town will develop (either independently or with the county) the capacity for wastewater treatment at a tertiary treatment level;
- 2) That the entire area within the town will be within reasonable access to public water and sewer systems and the entire area outside of the town, except industrial areas, will be serviced by septic tanks;
- 3) That the future growth of Locust will develop in accordance with projections made in Section II of this plan;
- 4) That the Town Of Locust will continue to enforce a zoning ordinance, building codes and the energy section of the North Carolina Building Codes, and will adopt and enforce subdivision regulations and minimum housing codes.

PROJECTED LAND NEEDS

The methodology used in determining future land requirements in smaller communities differs from that employed in larger areas. The absence of historical data as well as other basic data needs are lacking and the potential inaccuracies of any population projections for a small area make the task of determining future land needs much more difficult. However, based on population projections, national trends, standards of recreational land use, residential, public, semi-public and industrial uses, the following projections have been made for land use in Locust for the year 2000.

The land use plan (see Map #2) shows the degree, timing and intensity of development for three time periods: Phase I reflects land to be developed between 1978 and 1980, Phase II shows development occurring between 1980 and 1990 and Phase III shows development between 1990 and the year 2000. This, in effect, provides a time table for development and allows a more effective way of anticipating the amount and location of services and support services for a given period in order to accommodate future needs. This procedure also provides a better means of evaluating the effect of this plan through time and allows for adjustments to accommodate changes.

Computations of future land use needs are explained in the forthcoming discussions of each land use type. Areas projected for development by year 2000 are reflected on the Land Development Plan Map, Map #2.

Residential Development

It is anticipated that about 990.1 acres will be needed for in-town residential purposes in the next twenty-three years, an increase of about 97.5 percent over current residential land uses. This projection is based on the assumption that residential land will increase in direct proportion

TABLE 3

PROJECTED LAND NEEDS, 1978-2000

CATEGORY	1978			1980		
	CITY	FRINGE	PLANNING AREA	CITY	FRINGE	PLANNING AREA
Residential	501.3	326.3	827.6	600.6	390.7	991.3
Commercial	59.8	11.2	71.0	65.7	13.9	79.6
Social/Cultural	19.4	15.4	34.8	23.2	18.6	41.8
Industrial	23.4	11.3	34.7	28.0	13.9	41.9
Vacant/Wooded	1478.1	3486.9	4965.0	1364.5	3414.0	4778.5
TOTAL	2082.0	3851.1	5933.1	2082.0	3851.1	5933.1

CATEGORY	1990			2000		
	CITY	FRINGE	PLANNING AREA	CITY	FRINGE	PLANNING AREA
Residential	840.3	556.2	1396.5	990.1	643.7	1633.8
Commercial	80.1	20.5	100.6	76.1	24.7	100.8
Social/Cultural	37.1	26.3	63.4	38.0	31.2	69.2
Industrial	39.0	19.2	58.2	45.9	24.3	70.2
Vacant/Wooded	1085.5	3228.9	4314.4	931.9	3127.2	4059.1
TOTAL	2082.0	3851.1	5933.1	2082.0	3851.1	5933.1

Source: N. C. Dept. of Natural Resources and Community Development, Division of Community Assistance, 1978.

to the increase in population. Based on present trends and existing conditions, the major direction of new growth will take place in three (3) different time periods as described below.

Phase I - Major development to take place between 1978 and 1980 will mainly consist of infilling of vacant areas within the town limits that are presently provided with basic services; i.e., streets, street maintenance, fire protection, police protection and water lines.

A total of 99.3 acres will be developed for residential purposes during this time period. Most of this development will be in the form of single-family development with lot sizes ranging from .5 to 1.2 acres in size. Generally speaking, Locust has large lot sizes; however, this will change after 1980 when the demand for residential property becomes greater and the population density increases.

Four areas within the town limits are expected to experience growth: the area on either side of Elm Street between South Central Avenue and the southeast town limits will see a continuation of development that started in the last two years; the area enclosed by Willow Drive on the west, East Main Street on the south and the town limits on the north and east (identified as a target area); another area located north of N.C. Highway 24-27, along Creek Road; and the fourth area located off North Central Avenue, bordered on the north and west by the town boundary and on the south by Smith Street (identified as a target area). The fourth area will also have a number of mobile home units located in the existing mobile home park.

Other residential development in Phase I will be dispersed throughout the town. A total of 64.4 acres will be developed in the fringe area on lots ranging from .8 to 1.5 acres in size. The only area located in the fringe that is likely to have concentrations of development is south of N.C. Highway 24-27, along State Road 1135.

Phase II - Between 1980 and 1990, a total of 239.7 acres will be developed for residential use and 165.5 acres will be developed for residential use in the fringe area. During Phase II, the residential lot size within the town will decrease; however, lot sizes in the fringe area will remain unchanged.

Areas to be developed during Phase II will merely be an infilling of vacant lots in the town with a continuation of growth in those growth areas identified in Phase I. Again, the development in the fringe area will be dispersed.

Phase III - Phase III will show a slow-down of development compared to development during Phase II. A total of 237.3 residential acres will be developed in the planning area, only 149.8 acres within the town

limits and 87.5 acres within the fringe area. Residential development during Phase III will be dispersed.

Based on the assumption that plans for wastewater treatment facilities will be completed by 1980, the town may receive requests for annexation and scattered residential development. This will result in development being more compact and at a higher density.

The Housing Element concluded that housing for families of all income levels is in short supply -- only 7 vacant units in the town limits and 4 in the fringe area. Both subsidized housing and private construction is needed to fill the present and projected need for adequate housing. Special attention will be given to providing adequate housing for the elderly and handicapped.

With a steady rise in the cost of conventional home construction, mobile homes could become an attractive form of decent housing readily available for many low income families and young couples. Plans will be made to accommodate mobile home parks such that they will not be unhealthy, unattractive and a threat to property values. They should be designed with aesthetic beauty and should provide the conveniences for modern living.

The continued enforcement of the Zoning Ordinance, building codes and the adoption and enforcement of minimum housing codes and Subdivision Regulations are necessary for safe and healthy residential growth and development.

TABLE 4
PROJECTED LAND USE CHANGE (TOWN)
1978 - 2000

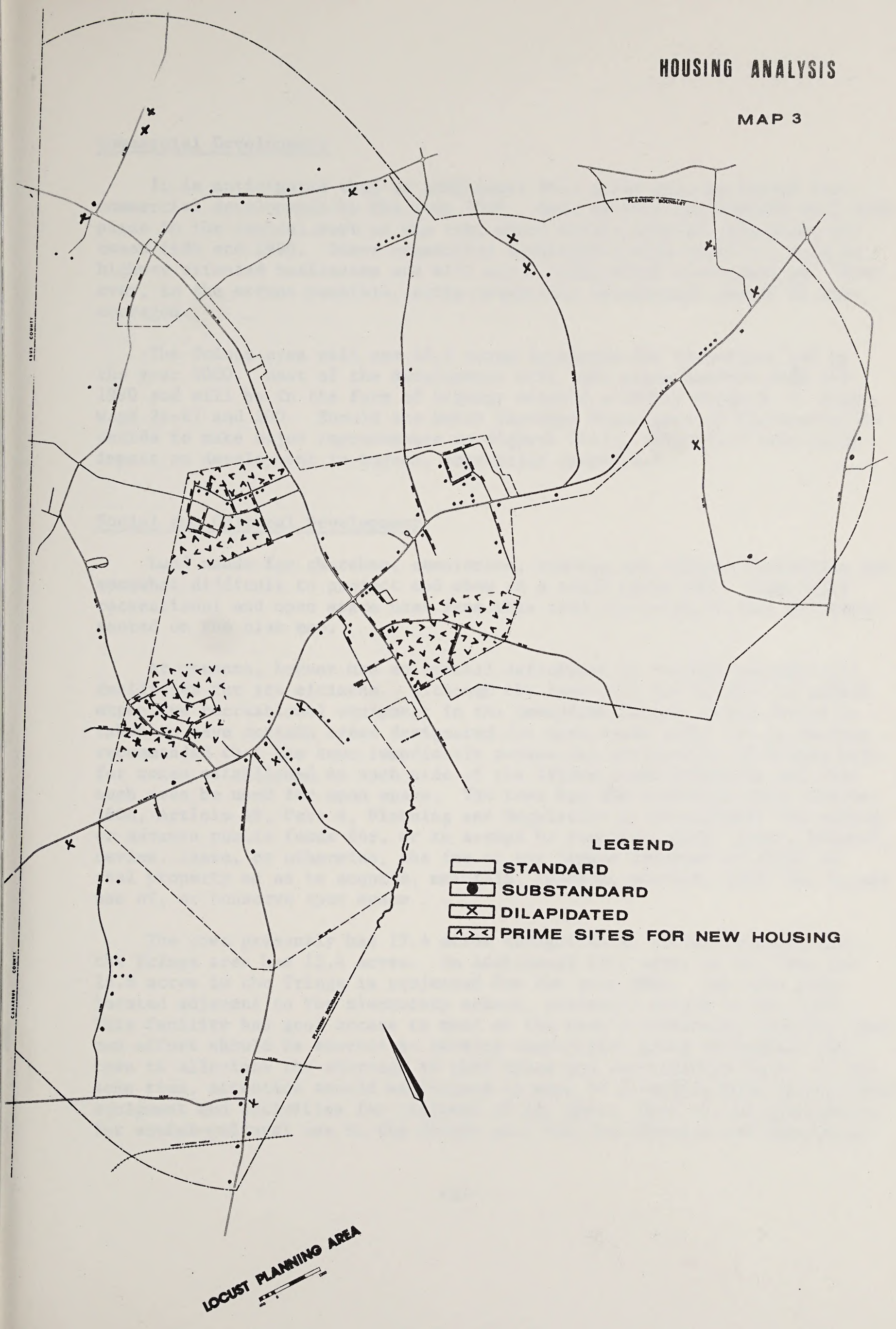
<u>Land Use</u>	<u>Existing Acres (1978)</u>	<u>Projected Acres (2000)</u>	<u>Projected Change</u>
Residential	501.3	990.1	488.8
Commercial	59.8	76.1	16.3
Social & Cultural	19.4	38.0	18.6
Industrial	23.4	45.9	22.5
Vacant/Wooded	1478.1	931.9	546.2
TOTAL	2082.0	2082.0	

Source: Division of Community Assistance, 1978.

(NOTE: Should Annexation(s) occur, figures will proportionally adjust.)

HOUSING ANALYSIS

MAP 3



Commercial Development

It is anticipated that an additional 16.3 acres will be needed for commercial development by the year 2000. Most of this development will take place in the central part of the town which should undergo renovation between 1980 and 1990. Other commercial development will be in the form of highway oriented businesses and will occur along major thoroughfares. However, to the extent possible, strip commercial development should be discouraged.

The fringe area will see 13.5 acres developed for commercial use by the year 2000. Most of the development will take place between 1980 and 1990 and will be in the form of highway related activity along N. C. Highways 24-27 and 200. Should the North Carolina Department of Transportation decide to make major improvements to Highway 24-27, this would have major impact on development in Locust, especially commercial.

Social and Cultural Development

Land needs for churches, cemeteries, schools and medical facilities are somewhat difficult to project and show on a small scale map. Thus, only recreational and open space uses from this land use category will be represented on the plan map.

At present, Locust has an overall deficiency of in-town recreational facilities for its citizens. Although the town will not be able to afford expensive recreational equipment in the immediate future, steps should be taken to have certain areas designated for open space uses. It is further recommended that the town immediately pursue the possibility of having buffer zones established on each side of the Island Creek tributary and that such area be used for open space. The town has the authority under Chapter 160A, Article 19, Part 4, Planning and Regulation of Development "to expend or advance public funds for, or to accept by purchase, gift, grant, bequest, devise, lease, or otherwise, the fee or any lesser interest or right in real property so as to acquire, maintain, improve, protect, limit the future use of, or conserve open space . . ."

The town presently has 19.4 acres recognized as social-cultural use; the fringe area has 15.4 acres. An additional 18.6 acres in the town and 15.8 acres in the fringe is projected for the year 2000. One city park, located adjacent to the elementary school, presently exists in the town. This facility has good access to most of the town's residents; however, maximum effort should be exerted to develop vest-pocket parks throughout the town to alleviate the shortage of open space and recreational land. At the same time, attention should be focused on ways of providing more recreational equipment and activities for citizens of all ages. Most of the development for social-cultural use in the fringe area will be churches and cemeteries.

Industrial Land Use

Most of the industrial land use in the Locust Planning Area is lumber related. However, they are not labor intensified, employing only about 23 persons. Two textile industries located in the Planning Area employ about 60 persons. The town must continue to diversify its industrial interests.

The Land Development Plan calls for the development of 35.5 additional industrial acres by the year 2000 in the Planning Area. Most of this development will occur inside the present town limits; heavy industry will be located in the western part of the town on Lilesville Road.

Transportation

Because of the difficulty involved in estimating acreages for transportation use, no actual figures were developed. Presently, the town has no definable street system. The dispersed nature of the development does not dictate a coordinated street system.

This Plan emphasizes future development being more compact with the in-filling of vacant land in the town. Such pattern of development will dictate an over-all coordinated street system for the efficient movement of people, goods and services, both within and throughout the Planning Area. Should the North Carolina Department of Transportation decide to improve N. C. Highway 24-27, this would mean an even greater need for local and collector streets for local traffic.

It is recommended that priority be placed on the improvement of streets in the "Target Areas" (see Map #3) and should include street paving, gutters installed, curbing and sidewalk installation. Monies for these projects could be generated through several channels, including: Community Development Block Grant Program, Economic Development Program (Economic Development Administration), Small Cities Action Grant (Community Development Program) and through local funds.

SECTION IV

GOALS, OBJECTIVES AND EVALUATION CRITERIA

The overall goals addressed by the 1975 Generalized Land Development Plan was the development of a comprehensive, integrated program for public and local governmental actions aimed at improving the living and working environment within the Planning Area. The basic guiding concept has been a better, safer, cleaner and economically sound environment. Listed below are the policy statements of planning goals and objectives to guide the physical, cultural and economic development of the area as perceived and developed by the Locust Town Council and townspeople.

BROAD GOALS AND ANNUAL OBJECTIVES

HOUSING

Broad Goal: Provide an environment in which every resident of the Planning Area has the opportunity to secure adequate, decent, safe and sanitary housing.

FY 78-79

Objectives:

- 1) Conduct quarterly public forums to acquaint the residents with housing problems and solicit public support and input;
- 2) Continue to enforce the existing zoning, building codes, energy codes, and adopt and enforce subdivision regulations and minimum housing codes;
- 3) Continue the town-wide "clean-up, fix-up" program;
- 4) Investigate federal housing programs and determine how they may be utilized by the town;
- 5) Develop a local Housing Authority and prepare a Housing Assistance Plan.

FY 79-80

Objectives:

- 1) Maintain the quality of residential neighborhoods by continuing to enforce zoning, building codes and energy codes, and adopt and enforce subdivision regulations and minimum housing codes.

- 2) Investigate and identify possible available sites for low and moderate dwelling units;
- 3) Continue public forums to solicit citizen input and overall support;
- 4) Cooperate with local Housing Authority in implementing the goals of the Housing Assistance Plan.

FY 80-81

Objectives:

- 1) Continue to enforce all existing codes and ordinances;
- 2) Continue the cooperation mechanism with the Local Housing Authority;
- 3) Continue to solicit citizen input.

ENVIRONMENT

Broad Goal: Promote the preservation and management of natural features of the environment in order to safeguard adverse effects on safety, health and welfare.

FY 78-79

Objectives:

- 1) Continue the existing "clean-up, fix-up" campaign and implement ways of improvement;
- 2) Continue enforcement of the "Junk Car" provision;
- 3) Appoint a Beautification Committee;
- 4) Authorize study to determine specific needs for improving town drainage system;
- 5) Avoid, where possible, the overt destruction of trees and landscapes;
- 6) Secure funds for a 201 Wastewater Facilities Study.

FY 79-80

Objectives:

- 1) Continue the existing "clean-up, fix-up" program;
- 2) Continue enforcement of the "Junk Car" provision;
- 3) Begin implementation of goals and objectives of the town Beautification Committee;
- 4) Begin improvement to town drainage system;
- 5) Authorize Phase II of the Locust Wastewater Facilities Study.

FY 80-81

Objectives:

- 1) Continue FY 79-80 activities;
- 2) Update the environmental goals and objectives of the Land Development and Housing Element;
- 3) Begin Phase II (Design) of a wastewater treatment facility.

CULTURAL, ENTERTAINMENT AND RECREATION

Broad Goal: Promote and develop various recreational, educational and cultural programs for all socio-economic and ethnic groups.

FY 78-79

Objectives:

- 1) Develop and organize a year-round senior citizens program;
- 2) Secure funds for the development of one vest-pocket park;
- 3) Make improvements to existing municipal park;
- 4) Cooperate with county, state and local governments in developing recreational facilities.

FY 79-80

Objectives:

- 1) Implement year-round senior citizens program;
- 2) Develop vest-pocket park with funds allocated in FY 78-79;
- 3) Continue cooperation with county, state and local governments in developing recreational facilities.

FY 80-81

Objectives:

- 1) Continue FY 79-80 activities;
- 2) Update cultural, entertainment and recreational goals and objectives of Land Use Element;
- 3) Continue cooperation with county, state and local governments in developing recreational facilities.

TRANSPORTATION

Broad Goal: Provide a functional and effective transportation system for the movement of people, goods and services.

FY 78-79

Objectives:

- 1) Investigate all street intersections, determine deficiencies and make recommendations;
- 2) Cooperate with neighborhood groups in bringing unpaved streets up to minimum recommended standards in order to be paved;
- 3) Secure funding source to install sidewalks and make necessary street improvements to the town's street system;
- 4) Cooperate with state and county governments in improving and upgrading the overall street system.

FY 79-80

Objectives:

- 1) Make necessary intersection improvements as identified in FY 78-79;
- 2) Install sidewalks and make necessary street improvements programmed for FY 79-80;
- 3) Continue cooperation with neighborhood groups in making street repairs and improvements;
- 4) Continue cooperation with state, county and local governments in upgrading the overall street system.

FY 80-81

Objectives:

- 1) Continue FY 79-80 activities;
- 2) Update the transportation goals and objectives of the Land Development Plan;
- 3) Continue cooperation with state, county and local governments in improving the overall street system.

ECONOMIC

Broad Goal: Encourage the development of a business community that will provide the basic shopping needs as well as long-term employment opportunities for the town's residents.

FY 78-79

Objectives:

- 1) Make grant application to the Economic Development Administration for public works construction;
- 2) Prepare study to explore the possibility of attracting industrial development;
- 3) Cooperate with Chamber of Commerce in efforts to stimulate the local economy;
- 4) Improve parking facilities in the central shopping area.

FY 79-80

Objectives:

- 1) Begin public works project funded in FY 78-79;
- 2) Implement industrial development study prepared in FY 78-79;
- 3) Continue cooperation with local Chamber of Commerce in stimulating local economy.

FY 80-81

Objectives:

- 1) Continue FY 79-80 activities;
- 2) Update the economic goals and objectives of the Land Development Plan.

GOVERNMENTAL SERVICES

Broad Goal: To provide the most effective and efficient means of administering governmental services.

FY 78-79

Objectives:

- 1) Prepare a capital improvements program;
- 2) Continue application for state and federal funds to aid in the town's planning and development efforts;
- 3) Carry out a strong planning effort for future development through cooperative efforts with county and regional agencies;
- 4) Encourage the preparation of a 201 Wastewater Facilities Study;
- 5) Maintain effective communications between citizens and Town Hall through a Public Participation Program.

FY 79-80

Objectives:

- 1) Improve fiscal management through the use of the capital improvements program;

- 2) Update capital improvements program;
- 3) Continue cooperative efforts with county and regional agencies;
- 4) Continue Public Participation Program;
- 5) Encourage preparation of Phase II of the 201 Wastewater Facilities Study.

FY 80-81

Objectives:

- 1) Continue FY 79-80 Activities;
- 2) Update the Governmental Services goals and objectives of the Land Development Plan;
- 3) Continue Public Participation Program.

AGRICULTURAL

Broad Goal: Promote the preservation of productive agricultural lands.

FY 78-79

Objectives:

- 1) Encourage soil and water conservation planning;
- 2) Preserve agricultural lands to the fullest extent possible consistent with the realities of a balanced economy.

FY 79-80

Objectives:

- 1) Continue soil and water conservation;
- 2) Continue preservation of agricultural lands.

FY 80-81

Objectives:

- 1) Continue FY 79-80 activities;

- 2) Update the agricultural goals and objectives of the Land Development Plan.

CONCLUSION

Locust is beginning to make significant progress toward meaningful and sound planning and programming. This is evident in their cooperation with the county in the implementation of the Stanly County Water and 201 Wastewater Feasibility Studies, improved municipal management and continued efforts to secure federal assistance/monies for plan and program implementation. The written plan element will not achieve the stated goals and objectives, but it will take the combined effort of the citizenry, advisory boards, town administration, and elected officials. This will have to be a continued and on-going process if the overall benefits of this document and other proposed programs are to be realized.

SECTION V

PLAN IMPLEMENTATION POLICIES, PROGRAMS,

MECHANISMS, PROCEDURES

PLAN IMPLEMENTATION POLICIES, PROGRAMS, MECHANISMS, AND PROCEDURES

The Land Use Plan constitutes guiding policies for the Locust Town Council and all other concerned departments and agencies within the study area. If these bodies pursue the objectives of this plan and if they insist on basing development policies on this plan, the goals and objectives set forth herein can be realized. To insure that the policies established within the Land Use Plan are followed, the town will utilize certain legal powers to bring about plan effectuation. Programs will be prepared and implemented such that the town will maintain a continuing planning program that reflects town policy and orderly growth. The Land Use Plan, as well as the various programs and ordinances developed to implement it, will be accepted and supported by the citizens of the study area and adopted by the Town Council. Unless this support is obtained, the incentive to implement the Land Use Plan may be absent and, in all probability, the planning effort will be wasted. The importance of utilizing the plan in the daily decision-making process of the area cannot be over-emphasized; for unless the plan receives this type of acceptance, it cannot be totally effective. Therefore, the first official action taken by the Town Council will be the adoption of this document as town policy. After this action is taken, the following legal implementary tools will be maintained.

Zoning Ordinance

Locust will continue to enforce its zoning ordinance. The Zoning Ordinance is the primary legal implementary tool of the Land Use Plan in Locust. The Zoning Ordinance will be utilized to ensure that the various land uses of the study area are properly situated in relation to one another, providing adequate space for each type of development. It involves the simple division of land into designated districts of differing uses and allows for the control of development density and uses in each area, so that property can be adequately serviced by such governmental facilities as streets, schools, recreation facilities, utility systems, and other public services. This directs new growth into appropriate areas and protects existing properties by preventing the mixing of incompatible uses which can depreciate property values and damage the overall environmental quality of the study area. In addition, the Zoning Ordinance will attempt to carry out the various recommendations and goals outlined in this Land Use Plan. Conversely, the Land Use Plan will be utilized by local officials in making decisions concerning future zoning changes. All too often, zoning changes have been made because no comprehensive planning policy has been available upon which to base directions. This plan provides such a rational basis. Changes in the Zoning Ordinance will be carefully evaluated to avoid conflict with the concepts and recommendations of this plan.

Subdivision Regulations

Subdivision Regulations are another method of implementing the concepts

of the Land Use Plan. Subdivision regulations control the total internal design of new residential areas to insure that such developments are properly and efficiently planned. Subdivision control enables a town to guide new development by setting minimum standards of street design and construction, by controlling the shape of lots, and by determining what utilities and drainage improvements shall be required. A developer is required to submit a plat for approval to the agent of the local jurisdiction any time the subdivision of land is to occur. Before the plat is approved, it is reviewed by the local highway engineer, health official, and planning board. In reviewing the submitted plat, the town determines whether the proposed streets and their alignment generally conform to those proposed in the plan and to existing streets. This process insures that the developer of new areas will provide streets that will be placed where they will function in the best possible manner. A subdivision control ordinance is a very essential part of the total planning process whereby orderly growth occurs within the town.

Housing Related Codes

Building and housing codes are additional tools that will be used to establish good development standards. If these codes are effectively administered, they will provide the necessary tools to insure that development in the town meets minimum standards.

A building code (building, electrical, and plumbing) is a regulation to insure that structures are safe for use. The standards contained in the code apply to safe design, methods of construction, and uses of material in buildings. The North Carolina State Building Code contains regulations that apply to new construction as well as to altering or moving old structures. The North Carolina State Building Code is being administered by a building inspector who has a knowledge of structures, materials, and building methods. The code is also applicable to one and two-family dwellings.

A housing code contains standards in relation to the quality of a residential structure. Some of the regulations found within a housing code are: space per occupant, sanitation, lighting, and ventilation in new and existing structures. The purpose of the housing code is to reduce and eliminate the spread of blight caused by unsafe, unsanitary, and dilapidated dwellings. A housing ordinance also establishes minimum standards governing bathroom facilities, connections to a sewage disposal system, and places responsibilities and duties with regard to maintenance, sanitary conditions, and insect and pest control on owners and occupants of dwellings. The ordinance also provides for enforcement and condemnation of structures unfit for human occupancy.

The success of all codes and ordinances will be determined in part by the enforcement they receive. Someone will be placed in charge for the enforcement of the town's zoning ordinance, subdivision regulations, energy codes, and building and housing codes. In some cases, these codes and

ordinances will be administered and enforced jointly. In other cases, Locust will employ or train an official to administer and enforce them or enter into an agreement with neighboring units (and/or the county) for enforcement.

Capital Improvements Program

A Capital Improvements Program is a long-range study to measure capital improvements needed in a community, their estimated costs, and the anticipated revenues with which to finance them. As a planning tool, the Capital Improvements Program is an orderly approach for coordinating projects by working out the most economical method of financing them. Essentially, the Capital Improvements Program coordinates public improvements that will be needed over a period of 5 or 6 years, with the ability to finance them.

In developing such a program, a list of proposed improvements and enlargements and replacements of existing facilities are compiled jointly by the administrators, the heads of various departments, and the planning board. Such a list usually contains large, relatively permanent facilities. The items proposed are evaluated and reviewed in conjunction with anticipated revenues, fixed expenses, and the ability to borrow. Then, based on what is most urgently needed and on proposals in the Land Development Plan, the projects are arranged in a priority scheduled with an estimate of the approximate cost arranged year by year and included in the Capital Budget. The budget includes an estimate of how much it will cost to construct each project and the source of funds to finance the work. It is recommended that Locust at some later date institute such a program.

Historic and Open Space Easements

Final implementary tools worthy of consideration are historic and open space easements. These are legal agreements between a landowner and a state agency in which the landowner promises to protect the essential character of this property, at his own expense, while still using it for daily agriculture, residential, and certain other restricted purposes. Because easements are perpetual and are binding on all future owners of the particular historic or scenic property, they do provide certain benefits as follows: protection of the property from destructive change; preservation of the property for the enjoyment of future generations at no acquisition or maintenance costs to the state; stabilization or lowering of real estate taxes on the property, as it can no longer be developed and, consequently, has a lower fair market value; and qualification of the property as a charitable deduction for federal income tax purposes.

Easements do not, unless specified, give the right of public access, thus protecting the property for the use of the owners. If an individual owns historic or scenic properties and desires to offer an historic or open

space easement on such, he will receive assistance from one of the following state agencies responsible for accepting and administering easements: the North Carolina Department of Cultural Resources, the Division of Archives and History, and the North Carolina Bureau of Outdoor Recreation.

Public Participation

Decisions concerning the improvement, growth, and process of the Locust Planning Area will be made in a framework which provides for participation by all citizens. This ensures broad support and effectiveness. The need for involvement of the citizenry cannot be understated. This Land Use Plan has been prepared in such a manner that it was based on and responsive to a set of goals which reflect not only professionally determined findings of needs, but--most important--the needs and desires of the Locust Planning Area as seen by its residents. Through various citizens' meetings, a major effort was made to solicit citizen opinion about problems of the planning area. The citizens provided valuable input in preparing this document, as well as identifying areas of concern regarding daily activities. Therefore, it is recommended that Town Improvement Surveys be conducted annually, in order that all town departments may keep abreast of problems and attitudes regarding these problems within the study area. This type of public participation will provide supplemental data to existing mechanisms for public participation. At present, the primary method residents use to voice an opinion is public hearings and/or Town Council meetings. It behooves, not only the Town Council, but all town departments, to be aware of all citizen needs and to respond to those needs. A survey is one method of obtaining the views of all.

Continual Updating of the Land Use Plan and Land Use Tools

The necessity to revise and update the information and data contained herein is recognized. It would be illogical to assume that changing conditions within the planning area would not have an effect on land use, since changes occurring in the past have led directly to current land use problems. Therefore, the data within this plan will be reviewed every two years to insure that statistical changes will not cause unrealistic estimates or unfeasible recommendations to be implemented. This, also, would familiarize new Town Councilmen with the plan's concepts, goals and objectives. In addition, all land use control tools, e.g., zoning, subdivision regulations, etc., will be updated annually, if necessary, to reflect changes in new federal and state laws. The planning process will be reviewed as an on-going, continuing process to be reviewed and evaluated as time passes. The Town Council, Planning Board, as well as the Town Clerk, will be cognizant of and responsive to this concept.

SECTION VI

ASSESSMENTS

Environmental Impact

Anticipated Environmental Effects

Alternatives

Relationship of Project to State and Federal Policies on the Environment

ASSESSMENTS

Pursuant to the requirements of and guidelines established by the National Environmental Policy Act, the Council of Environmental Quality, the U. S. Department of Housing and Urban Development, the North Carolina Environmental Policy Act and Section 600.65 (b) of the 1977 federal regulations concerning land use and housing element guidelines, the following is a summary of environmental and historical considerations regarding the recommendations and conclusions in this document.

ENVIRONMENTAL

Abstract

The document analyzes the environmental and socio-economic characteristics of the Locust Planning Area. Land use development policies, location requirements, and a generalized land development plan are presented. The land development plan is for a twenty-two year planning period.

Environmental Impact

The conclusions and recommendations, if implemented, may have some localized, short-term negative effects, but overall should have a long-term beneficial effect on the environment. These beneficial impacts far outweigh any possible short-term negative impact.

Adverse Environmental Effects

Some short-term adverse effects may result from construction; however, such adverse effects shall affect only small areas and will persist only during construction.

Alternatives

The alternative to this growth and development strategy is uncontrolled growth and development. Another alternative involves preserving, where possible, residential, commercial and industrial structures for public or private use. Many potential historically significant buildings could be preserved.

Relationship of Short-term to Long-term Effects on the Environment

The conclusions and recommendations in this document, which identify both short-term and long-term needs, are intended to present immediate courses

of action and environmental consequences which will be in harmony with the longer-range recommendations.

Mitigation Measures to Minimize Impact

Specific measures cannot be determined until this document is endorsed and implementation begins.

Irreversible Commitments of Resources

Specific irreversible commitments cannot be determined until this document is endorsed and implementation begins.

Federal, State, and Local Environmental Controls

All existing federal, state and local environmental controls are applicable.

Federal Controls

- a) National Historic Preservation Act - 1966 and Executive Order 11953;
- b) The Archaeological and Historical Preservation Act of 1974;
- c) Protection of Historic and Cultural Properties (Federal Register: 1-25-74);
- d) National Flood Insurance Act of 1968.

State Controls

- a) G.S. 121-12 (a), Protection of Properties on National Register;
- b) G.S. 113A, Article 1, State Environmental Policy Act;
- c) G.S. 70.1-4 Indian Antiquities;
- d) G.S. 136 - 42.1, Archaeological Salvage in Highway Construction.

Local Controls

- a) The Town of Locust has the authority under G.S. 160A, Article 19, Part 3A, Zoning Regulations, to create a historic district which deals with broad areas of historical significance. The Town does have a Zoning Ordinance, but does not have a historic district.

Also, Locust exercises local building codes, thus insuring the preservation of structures that may be of historical significance.

HISTORIC PRESERVATION

There are no known historic sites so designated by appropriate state or federal authorities within the planning area of Locust adversely affected due to this study. There are no known sites within the town's planning area presently being considered for preservation based on their historical value. Also, no known candidates for such preservation have been proposed by federal, state or local authorities. The implementation of the goals and objectives of this document will have a favorable impact on any Potential Properties or Future Considerations by improving the quality of the surrounding environment through enforcement of building codes, zoning, subdivision regulations, utility extension policies, and planned development in general.

APPENDIX A

LAND DEVELOPMENT PLAN

ANNUAL EVALUATION FORM

A. OBJECTIVE ATTAINMENT YEAR FY _____ to _____

B. OBJECTIVE STATEMENTS

- 1.
- 2.
- 3.
- 4.
- 5.

C. PROGRESS MADE TOWARD IMPLEMENTING OBJECTIVES

- 1.
- 2.
- 3.
- 4.
- 5.

D. PROBLEMS ENCOUNTERED IN MEETING OBJECTIVES, IF ANY

- 1.
- 2.
- 3.
- 4.
- 5.

E. RECOMMENDATIONS

- 1.
- 2.
- 3.
- 4.
- 5.

Planning Board Chairman

Date

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